

Department of Energy

Office of Civilian Radioactive Waste Management Yucca Mountain Site Characterization Office P.O. Box 30307 North Las Vegas, NV 89036-0307

QA: N/A

APR 0 5 2000

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FISCAL YEAR (FY) 2001 GUIDANCE FOR THE ANNUAL UPDATE TO THE MULTI-YEAR PLAN

The Civilian Radioactive Waste Management System Management and Operating Contractor (CRWMS M&O) is directed to proceed with the development of the FY 2001 annual update to the multi-year plan. The CRWMS M&O is to be the integrator for the development of the plan. The CRWMS M&O is to coordinate with the U.S. Geological Survey (USGS), the National Laboratories, and all other affected organizations to ensure that all work necessary to execute the project work scope is included in the plan and within the constraints of the overall funding.

The Yucca Mountain Site Characterization Project's (YMP) priorities, to be implemented consistent with the nuclear culture initiative, are, in order of priority:

- 1. Safety implementing the Integrated Safety Management Plan (DOE/RW-0523) as part of our management culture.
- 2. Ensuring the defensibility of YMP products by developing and maintaining the validity, traceability, reproducibility, and retrievability of data, information, and products used to prepare YMP products.
- 3. Meeting the planned Site Recommendation (SR) schedule (SR Consideration Report November 2000; SR July 2001; Final Environmental Impact Statement (FEIS) 2001) by defining and implementing the minimum necessary but sufficient work to achieve that milestone.
- 4. Completing the required technical work and design necessary to support the License Application (LA) schedule.

The plan should include the minimum necessary but sufficient work from FY 2001 through LA. It is necessary to develop the out-year planning in sufficient detail to identify and estimate the entire work scope, and the critical path to achieve a

docketable LA. The plan should also identify any long-lead items necessary for the development of the Monitored Geologic Repository (MGR) (WBS 1.2.30) which require action during FY 2001.

The Department's Budget Request for the Civilian Waste Management Program for FY 2001 and the out-year profile from the Program Plan are shown below. These amounts are required to perform the work scope and meet the schedule described in the Civilian Radioactive Waste Management Program Plan, Revision 3, February 2000. Included in these amounts are funds to recover schedule slips as a result of appropriations less than requested in the past two years. The actual appropriated amounts for the past two years for the Program were essentially constant at just over \$350 million.

For planning purposes, three funding levels for FY 2001 will be examined, all followed by the out-year funding profile in the Program Plan. For each profile, the same base case should be used. The base case should focus on identifying the minimum necessary but sufficient work to successfully complete the SR and FEIS and to prepare a docketable LA for repository construction. An update to the Integrated Project Schedule should be developed based on a Mid-Case Funding scenario and changes to the schedule, either acceleration or delays, should be identified based on the Program Plan and the Level Funding profiles. Specific adjustments to the work to be performed in FY 2001, which differs from the guidance, should be identified and prioritized. Work that would make the LA more robust and reduce the licensing risk, such as the amount of detailed design, should be identified.

	FY2001	FY 2002	FY 2003	FY2004
Program Plan (Rev. 3)	\$437.5M	\$437.5M	\$871M	\$935M
Mid-Case Funding	380 M	437.5M	871M	935M
Level Funding	350 M	437.5M	871M	935M

The above budget numbers are for the entire Office of Civilian Radioactive Waste Management (OCRWM) Program. Enclosures to this letter identify the YMP budget and set-aside amounts for each funding level.

The CRWMS M&O Contractor is to use the two-step planning process that was used last year and recently updated to include risk prioritization. The planning process is described in AP-PMC-003. In step one, all work necessary for a license application as per this guidance should be identified. The CRWMS M&O is to perform an evaluation of CRWMS M&O, USGS, and all other affected organizations FY 2001 work scope and prioritize the work according to risk. This includes a recommendation of work that should be deferred or not be done due to budget constraints. The risk prioritization evaluation should be a factor in proposing the work to be performed in FY 2001 based on

the available budget. Both magnitude and likelihood of event and logical sequencing of activities (such as where activities are linked) will be considered in a qualitative fashion. U.S. Department of Energy (DOE) product leads will review and determine the final prioritization of work.

The CRWMS M&O is to develop proposed lists of work that would be funded if the appropriation is at the Mid-Case Funding level (\$380), the Program Plan level (\$437.5M), and the Level Funding Case (\$350M).

The CRWMS M&O is to prepare and submit the following to DOE by June 30, 2000: 1) a detailed, integrated, logic-driven schedule of the planned work; 2) a cost estimate (rough order of magnitude) at least to the lowest level identified in the technical guidance to implement the Program Plan, by fiscal year; 3) a milestone listing with the proposed completion dates; 4) a listing identifying additional work and/or suggested work to be deleted; and 5) a copy of the risk prioritization analysis.

After a review of the submitted data, the DOE will issue final planning guidance on July 14, 2000. The CRWMS M&O will complete the detailed planning in accordance with the final guidance and submit a change request to update the Project's cost and schedule baseline by September 1, 2000. This submission will include work scope descriptions at the lowest level of the YMP Work Breakdown Structure, an integrated logic-driven schedule, a listing of Level 3 Deliverables with descriptions, evaluation criteria, and due dates, and cost estimates subdivided by labor and non-labor. Supporting detail should include a time-phased, resource analysis which ensures key resources will be available to implement the plan and schedule.

The enclosures to this letter are divided into two sections, the general planning guidance and the technical planning guidance. The general guidance defines the planning structure, the relationship of the detailed plan to YMP's Project Summary Schedule, the planning budget, the risk prioritization analysis, and other direction that is common to all planning. The technical guidance is for the Environmental Impact Statement, Site Recommendation, LA, and MGR.

The DOE Functional Monitors are responsible for relaying CRWMS M&O planning concerns to the appropriate DOE Product Manager through the Subproduct Leads. The CRWMS M&O should identify, to the Functional Monitors, all work scope required in the annual plan that is not directed by this guidance before incorporating extra work scope into the plan. Any deviation from this guidance (both general and technical) will be identified in the June 30, 2000 response and will be acted upon by the Project Operations Review Board.

G. E. Dials -4-

The OCRWM Chief Information Officer (CIO) has developed guidance in order for the Program to comply with the Information Technology (IT) capital planning requirements of the Clinger-Cohen Act of 1996. This guidance will formalize the annual IT capital planning process centered on the future use of automated support tools such as the Information Technology Investment Portfolio System. The due date for data submission is July 19, 2000. The CIO has placed specific guidance and an electronic work sheet at http://www.ymp.gov/seb/ciofy01pg.pdf.

If you have any questions concerning this letter please contact Victor W. Trebules at 794-5068.

J. Russell Dyer Project Manager

OPC:VWT-1115

Enclosures

1. General Guidance

2. Technical Guidance

cc w/encls:

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Enclosure 1

General Guidance

The CRWMS M&O is to comply with DOE Directives as identified in "List B" of the contract. Reference to specific policies, directives, and implementing guidelines in the attached technical planning guidance does not relieve the contractor from complying with those contained in "List B".

The general guidance is included below by the following topics:

- 1. Integrated Safety Management and Risk Prioritization
- 2. Program Management and Integration (PM&I)
- 3. Budget Guidance
- 4. Safeguards and Security
- 5. Product Guidance Document Definitions and General Content

1. Integrated Safety Management and Risk Prioritization

The M&O is to analyze all work with the Risk Prioritization Matrix.

Risk Prioritization Matrix

IMPACTS*	High	Medium	Low	None
Category: Mission Impact				
MI1 Negative impact on ability to complete SR/FEIS	30	16	8	0
MI2 Negative Impact on ability to complete LA	24	12	6	0
MI3 Negative impact on ability to complete MGR	8	4	2	0
Category: Site Personnel/Worker/Public Safety & Health				
SP Injuries/illness related to work done on the project or health effects to the general public	30	16	8	0
Category: NRC Compliance (Nuclear Safety)				
NC Impact on ability to meet NRC, and referenced EPA, performance requirements (10 CFR 63) – Principal Factors of the Safety Case or equivalent Preclosure factors	20	10	5	0
Category: Environmental Protection				
EN Damage to the environment (including widespread and long-term or irreversible effects on or off the site)	10	5	3	0
Category: Oversight Body Commitments				
OC Impact on ability to meet commitments to oversight bodies (NWTRB, ACNW, AUG's, etc.)	5	3	2	0
Category: Social/Cultural/Economic				
SO Loss of significant opportunity to enhance stakeholder acceptance OR Damage a social, economic, or cultural value	5	3	2	0

^{*} Not doing the work in FY01 increases our risk

Risk Assessment = MI + NC + OC + SP + EN + SO

<u>Discussion of Categories in the Risk Prioritization Matrix</u>.

Category: Mission Impact SR/FEIS, LA or MGR

High

Discussion: Serious negative impact on ability to complete SR/FEIS, LA or MGR. This is work that addresses a clearly identified, serious, risk to completing the SR/FEIS, LA or MGR on schedule. Completion of the work must significantly reduce this risk. This category includes work to produce information required for incorporation into the documents, work required for production of the documents themselves, and work required for the distribution of the documents.

Medium

Discussion: Moderate negative impact on ability to complete SR/FEIS, LA or MGR. This is work that addresses a clearly identified risk to completing the SR/FEIS, LA or MGR on schedule. Completion of the work must significantly reduce this risk. This category includes work required to produce information that supplements the main documents and work that increases the timeliness of the production and distribution of the documents.

Low

Discussion: Low negative impact on ability to complete SR/FEIS, LA or MGR. This is work that indirectly addresses a clearly identified risk to completing the SR/FEIS, LA or MGR on schedule.

Category: Site Personnel/Public Safety & Health

High

Discussion: Catastrophic - Injuries/illness involving permanent total disability, chronic or irreversible illness, extreme overexposure, or death. This is work required to correct a problem that has been previously identified. The project assumes that if work is done in conformance with the approved ES&H program that it will be done safely. Work to ensure that the project has identified and is meeting OSHA and similar requirements is evaluated in this category.

Medium

Discussion: Critical - Injuries/illness resulting in permanent or temporary total disability > 3 months, or serious overexposure

Low

Discussion: Marginal - Injuries/illness resulting in hospitalization, temporary, reversible illness with a variable but limited period of disability of < months, slight overexposure, or exposure near limits (20%-100%)

Category: NRC Compliance

Hiah

Discussion: Major impact on ability to meet NRC, and referenced EPA, performance requirements (10 CFR 63) - Principal Factors of the Safety Case. This is work that directly supports the evaluation of a principal factor of the safety case, for postclosure issues, or a preclosure issue that is equivalent to a principal factor. The work is required to adequately defend the analyses and models that are related to the principal factor.

Medium

Discussion: Moderate impact on ability to meet NRC, and referenced EPA performance requirements (10 CFR 63) - Other Factors of the Safety Case. This is work that directly supports the evaluation of a non-principal factor of the safety case, for postclosure issues, or a preclosure issue that is equivalent to a non-principal factor. The work is required to adequately defend the analyses and models that are related to the non-principal factor.

Low

Discussion: Low impact on ability to meet NRC, and referenced EPA, performance requirements (10 CFR 63). This is work that indirectly supports the evaluation of factors of the safety case or provides other information required by the NRC, such as information on the regional geologic setting.

Category: Environmental Protection

Hiah

Discussion: Catastrophic damage to the environment (widespread and long-term or irreversible effects). This is work to mitigate a previously identified condition that will cause catastrophic damage if not corrected.

Medium

Discussion: Significant damage to the environment (widespread and short-term effects, or localized and long-term or irreversible effects)

Low

Discussion: Minor to moderate damage to the environment (localized and short-term effects)

Category: Oversight Body Commitments

High

Discussion: Major impact on ability to meet commitments to oversight bodies (NWTRB, ACNW, AUG's, etc.). This is work that directly supports the completion of a specific commitment made by the DOE. You must be able to identify the commitment.

Medium

Discussion: Moderate impact on ability to meet commitments to oversight bodies (NWTRB, ACNW, AUG's, etc.). This is work that directly supports the completion of a general commitment made by the DOE. You must be able to identify the commitment.

Low

Discussion: low impact on ability to meet commitments to oversight bodies (NWTRB, ACNW, AUG's, etc.). This is work that indirectly supports the completion of a general commitment made by the DOE. You must be able to identify the commitment.

Category: Social/Cultural/Economic

High

Discussion: Severe damage to social, economic, or cultural value, e.g., a Tribal burial ground, that no mitigation is possible, l.e., the value would be irrevocably lost. OR Loss of significant opportunity to enhance stakeholder acceptance.

Medium

Discussion: Damage to the social/cultural/economic value. Mitigation may be possible, but would involve a considerable investment of time and money. OR Loss of moderate opportunity to enhance stakeholder acceptance.

Low

Discussion: Minor to moderate damage to the social/cultural/economic value. Mitigation may be possible, but would involve a modest investment of time and money. OR Loss of modest opportunity to enhance stakeholder acceptance.

2. Program Management and Integration (PM&I)

The M&O is to submit their proposed FY01 PM&I budget to the YMSCO contracting officer by August 1, 2000. The proposed PM&I budget format and level of detail will be consistent with prior years. The PM&I budget submittal should include all "pools" for all M&O work on the OCRWM Program.

3. Budget Guidance

The YMP planning budget and set-asides for the three FY 2001 funding levels are attached.

The M&O is to perform Quality Engineering and Field Quality Control functions after the M&O contract transition in February 2001. This work was formerly done by the Quality Assurance Support Services contractor. Separate guidance will be issued for these functions in the near future.

PROGRAM PLAN YUCCA MOUNTAIN SITE CHARACTERIZATION PROJECT FY 2001 ANNUAL PLAN UPDATE

PROGRAM DIRECTION AND YMP SET-ASIDES (\$ Year of Expenditure)

D:\WINNT\Profiles\Administrator\Desktop\FY01planning\[FY2001 Planning Set Asides 437 one pd # case.xls]FY00

Contractor	FY 2001	FY 2002	FY 2003	FY 2004
OCRWM Planning Budget	437,500,000	437,500,000	871,000,000	935,000,000
YMP Planning Budget (1,2)	384,685,000	377,258,000	593,624,000	644,024,000
Program Direction	29,079,000	26,241,000	23,409,000	23,409,000
Atomic Energy of Canada Limited	500,000	500,000	500,000	500,000
National Academy of Science	39,000	40,000	40,000	40,000
Bureau Of Reclamation	647,000	647,000	200,000	200,000
Nye County (Drilling Program)	6,400,000	0	0	0
Bechtel	1,937,000	2,044,000	2,156,000	2,274,000
Information Management Direct	500,000	700,000	700,000	700,000
University System	10,000,000	10,000,000	5,400,000	0
UNR (School to Work Program)	100,000	0	0	0
External Oversight	13,171,000	13,061,000	13,618,000	15,331,000
Payment Equal To Taxes	11,341,000	11,341,000	11,341,000	11,341,000
Lease Scoring/Termination Liability	115,000	3,361,000	0	9,019,000
Legal Services	1,250,000	2,000,000	2,000,000	2,000,000
Security Investigations	28,000	32,000	24,000	24,000
Nevada Rail	0	0	200,000,000	200,000,000
M&O Fee (3)	31,900,000	31,900,000	31,900,000	31,900,000
Contract Transition	12,500,000	0	0	0
YMP Management Reserve	15,000,000	15,000,000	15,000,000	15,000,000
Subtotal YMP Set-Asides	105,428,000	90,626,000	282,879,000	288,329,000
Total Set -Asides	134,507,000	116,867,000	306,288,000	311,738,000
Total Budget Available for Planning (4)	250,178,000	260,391,000	287,336,000	332,286,000

- 1) For FY 2001 2004, Safeguards and Security budget of \$6.9M per year has been transferred to the Office of Security and Emergency Operations. See item #4 of general guidance for distribution.
- 2) FY 2001 YMP Total includes \$4,200K for Lease Scoring Return. No SNF budget for any year.
- 3) There is a potential for a large peak in fee in fiscal 2002. However, this table reflects a level distribution over the four year period of this guidance. The actual distribution will be determined as the Performance Evaluation Management Plan is developed during contract transition.
- 4) M&O to perform Quality Engineering and Field Quality Control functions after contract transition in February 2001.

MID-CASE FUNDING YUCCA MOUNTAIN SITE CHARACTERIZATION PROJECT FY 2001 ANNUAL PLAN UPDATE

PROGRAM DIRECTION AND YMP SET-ASIDES (\$ Year of Expenditure)

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Contractor	FY 2001	FY 2002	FY 2003	FY 2004
OCRWM Planning Budget	380,000,000	437,500,000	871,000,000	935,000,000
YMP Planning Budget (1,2)	327,185,000	377,258,000	593,624,000	644,024,000
Program Direction	29,079,000	26,241,000	23,409,000	23,409,000
Atomic Energy of Canada Limited	500,000	500,000	500,000	500,000
National Academy of Sciences	39,000	40,000	40,000	40,000
Bureau Of Reclamation	647,000	647,000	200,000	200,000
Nye County (Drilling Program)	6,400,000	0	0	0
Bechtel	1,937,000	2,044,000	2,156,000	2,274,000
Information Management Direct	500,000	700,000	700,000	700,000
University System	8,500,000	8,500,000	8,400,000	0
UNR (School to Work Program)	100,000	0	0	0
External Oversight	10,535,000	13,061,000	13,618,000	15,331,000
Payment Equal To Taxes	11,341,000	11,341,000	11,341,000	11,341,000
Lease Scoring/Termination Liability	115,000	3,361,000	0	9,019,000
Legal Services	1,250,000	2,000,000	2,000,000	2,000,000
Security Investigations	28,000	32,000	24,000	24,000
Nevada Rail	0	0	200,000,000	200,000,000
M&O Fee (3)	31,900,000	31,900,000	31,900,000	31,900,000
Contract Transition	12,500,000			
YMP Management Reserve	15,000,000	15,000,000	15,000,000	15,000,000
Subtotal YMP Set-Asides	101,292,000	89,126,000	285,879,000	288,329,000
Total Set -Asides	130,371,000	115,367,000	309,288,000	311,738,000
Total Budget Available for Planning (4)	196,814,000	261,891,000	284,336,000	332,286,000

¹⁾ For FY 2001 - 2004, Safeguards and Security budget of \$6.9M per year has been transferred to the Office of Security and Emergency Operations. See item #4 of general guidance for distribution.

²⁾ FY 2001 YMP Total includes \$4,200K for Lease Scoring Return. No SNF budget for any year.

³⁾ There is a potential for a large peak in fee in fiscal 2002. However, this table reflects a level distribution over the four year period of this guidance. The actual distribution will be determined as the Performance Evaluation Management Plan is developed during contract transition.

⁴⁾ M&O to perform Quality Engineering and Field Quality Control functions after contract transition in February 2001.

LEVEL FUNDING YUCCA MOUNTAIN SITE CHARACTERIZATION PROJECT FY 2001 ANNUAL PLAN UPDATE

PROGRAM DIRECTION AND YMP SET-ASIDES (\$ Year of Expenditure)

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Contractor	FY 2001	FY 2002	FY 2003	FY 2004
OCRWM Planning Budget	350,000,000	437,500,000	871,000,000	935,000,000
YMP Planning Budget (1,2)	297,185,000	377,258,000	593,624,000	644,024,000
Program Direction	29,079,000	26,241,000	23,409,000	23,409,000
Atomic Energy of Canada Limited	500,000	500,000	500,000	500,000
National Academy of Sciences	39,000	40,000	40,000	40,000
Bureau Of Reclamation	647,000	647,000	200,000	200,000
Nye County (Drilling Program)	6,400,000	0	0	0
Bechtel	1,937,000	2,044,000	2,156,000	2,274,000
Information Management Direct	500,000	700,000	700,000	700,000
University System	8,500,000	8,500,000	8,400,000	0
UNR (School to Work Program)	100,000	0	0	0
External Oversight	10,196,000	13,061,000	13,618,000	15,331,000
Payment Equal To Taxes	11,341,000	11,341,000	11,341,000	11,341,000
Lease Scoring/Termination Liability	115,000	3,361,000	0	9,019,000
Legal Services	1,250,000	2,000,000	2,000,000	2,000,000
Security Investigations	28,000	32,000	24,000	24,000
Nevada Rail	0	0	200,000,000	200,000,000
M&O Fee (3)	31,900,000	31,900,000	31,900,000	31,900,000
Contract Transition	12,500,000			
YMP Management Reserve	15,000,000	15,000,000	15,000,000	15,000,000
Subtotal YMP Set-Asides	100,953,000	89,126,000	285,879,000	288,329,000
Total Set -Asides	130,032,000	115,367,000	309,288,000	311,738,000
Total Budget Available for Planning (4)	167,153,000	261,891,000	284,336,000	332,286,000

¹⁾ For FY 2001 - 2004, Safeguards and Security budget of \$6.9M per year has been transferred to the Office of Security and Emergency Operations. See item #4 of general guidance for distribution.

4) M&O to perform Quality Engineering and functions and Field Quality Control after contract transition in February 2001.

²⁾ FY 2001 YMP Total includes \$4,200K for Lease Scoring Return. No SNF budget for any year.

³⁾ There is a potential for a large peak in fee in fiscal 2002. However, this table reflects a level distribution over the four year period of this guidance. The actual distribution will be determined as the Performance Evaluation Management Plan is developed during contract transition.

4. Safeguards and Security

The M&O should integrate the plan including the work done by the National Laboratories and on the Nevada Test Site assuming the requisite safeguards and securities for the work done at those locations. However, the funds for Safeguards and Security in FY 2001, will be provided directly to the National Laboratories by the Office of Security and Emergency Operations (OSEO). The safeguards and security work funded by OSEO should not be included in the YMP cost and schedule baseline. However, the work should be identified and progress tracked by the M&O. The safeguards and securities budgets, by laboratory, TRW and Wackenhut are listed below:

ANL	\$ 43,000
LBNL	78,000
LLNL	3,168,000
LANL	898,000
ORNL	2,000
PNNL	418,000
SNL	1,073,000
TRW	501,000
Wackenhut	657,000
	\$6,838,000

5. Product Guidance Document (PGD) Definitions and General Content

- EIS PGD continues through submittal of the FEIS followed by completion of:
 - Mitigation Action Plan, and
 - Administrative Record
- SR PGD continues through site designation and includes:
 - Completion of the Administrative Record
 - Infrastructure and management costs through FY 2001
- LA PGD continues to Construction Authorization (CA) and includes all:
 - Activities related to the licensing process
 - Testing and design related activities through LA submittal
 - Infrastructure and management activities beginning in FY 2002
- MGR PGD begins with LA submittal and continues through repository construction, it includes:
 - Design, procurement, site preparation, construction, and related test activities required for the construction
 - Related management and integration activities

Product Guidance General Content

- Products, Subproducts are described in the first part of the PGD followed by Element Definition Sheets which are grouped by WBS
- PGD formats have been modified to improve readability and facilitate loading into the Multi-Year Planning System (MYPS) database
 - Product Description
 - > Subproduct Description
 - Element Definition Sheet
 - Multiyear Work Description with rationale, requirements, deliverables and duration
 - Specific FY 2001 or FY 2002 work scope with deliverables

- Deliverable Definition Sheet
 - Deliverable description
 - Acceptance Criteria
 - Completion Criteria

General Assumptions

- Major milestones for Mid-Case Funding Planning Purposes
 - FEIS to Secretary To support submittal of the SR
 - SR to President July, 2001
 - LA Submittal 2002
- Guidance focuses on completing YMSCO's mission with emphasis on FY 2001, followed by FY 2002 and outyears
- There is no reference to end of contract in the PGDs, however, the end of the current contract is considered in defining project milestone delivery dates
- There are no transportation activities in FY 2001, except minor work in the EIS.
- AMRs and PMRs will be revised only if new analyses and/or new information reflect a change in results, and only with DOE direction.
 - Limited changes may result in a controlled Interim Change Notice (ICN).
- Data qualification goals remain in effect for technical documentation (40% for Revision 0s, 80% for Revision 1s, and 100% at SR).
- The NRC rule, 10 CFR 63, and the EPA rule, 40 CFR 197, will be final in FY 2001.
- LA PGD includes schedule for licensing process.
 - LA to CA 3 years.
- Safety Evaluation Report (SER) LA + 18 months
- Deposition/Discovery period begins LA + 100 days
- There is a new WBS subproduct in the LA Product for licensing proceedings and requests for additional information (RAIs).

- The work scope for LA chapter preparation and reviews are to be in the WBS Elements specific to LA development.
- Performance confirmation plan will be based on performance assessment sensitivity analyses and applicable regulatory requirements.